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ABSTRACT

The 1976 meeting of the Education Commission of the States (ECS) concerned ways to relate education more effectively to the world of work. If states and localities decide to orient education increasingly toward career and occupational goals, changes will be necessary in governance and administration as well as curriculum and teaching approaches. Among topics discussed were: "Will federal aid put the states out of business?"; the role of ECS Commissioners at home; teacher evaluation; grant consolidation; collective bargaining; and declining enrollments. A number of special interest sessions were held on topics such as school desegregation; Title IX; school finance simulations; minimal competency; bilingual and bicultural education; and accreditation and institutional eligibility. The conference concluded with specific references to changes that the states and their local school districts can enact to bridge the gap between education and work. The report includes recommendations and implementation strategies for the key problems identified by meeting participants. (JMF)

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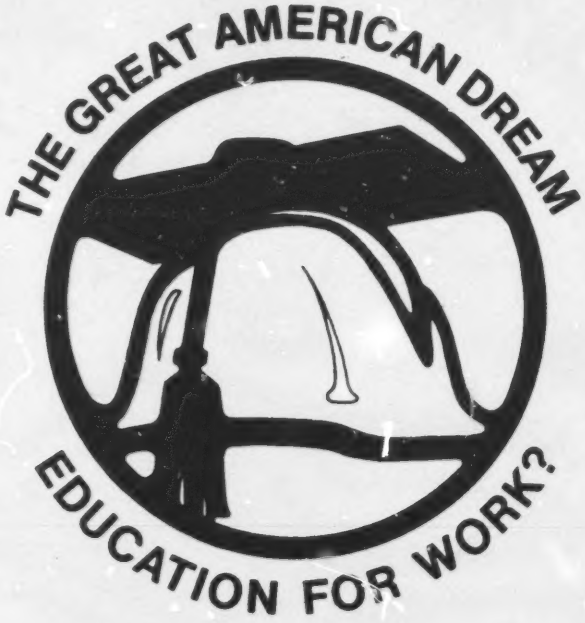

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A Summary

of the

10TH ANNUAL MEETING

EDUCATION COMMISSION OF THE STATES

2

San Francisco
May 26-28, 1976

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THE TENTH ANNUAL MEETING OF THE EDUCATION COMMISSION OF THE STATES

Hyatt Regency Hotel
San Francisco, California
May 26-28, 1976

The 1976 annual meeting, on the theme "The Great American Dream: Education for Work?" enabled ECS commissioners and others to bring state experience to the analysis of issues and to produce specific state-oriented results. Participants defined the issues related to education and the world of work, recommended approaches to resolving those issues and outlined implementation strategies during a series of small group sessions.

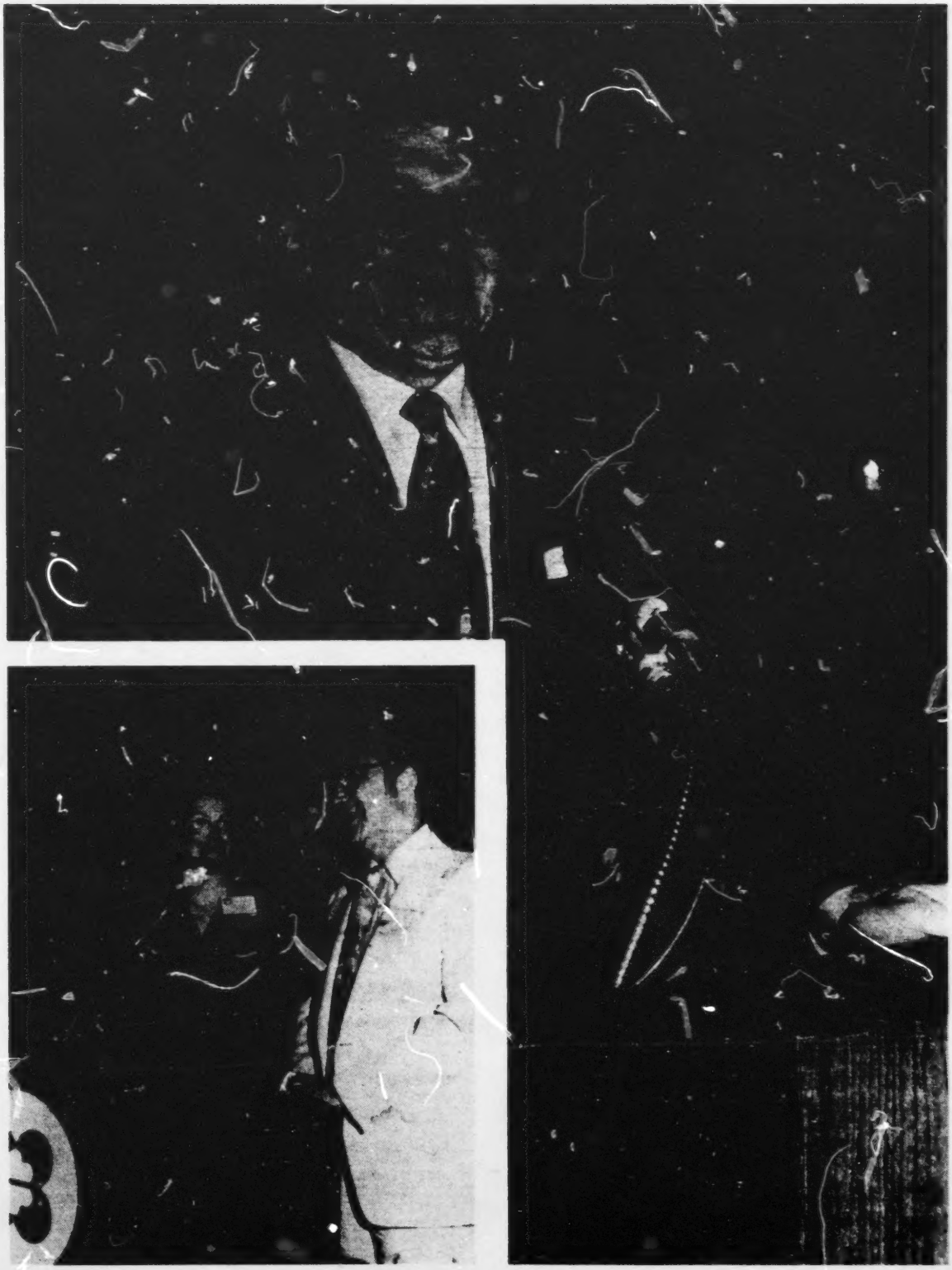
Maine State Senator Bennett Katz and Texas State Representative Sarah Weddington, serving as meeting facilitators, summarized procedures and issues at appropriate times during the three-day period. A detailed outline of the findings of the small group sessions was compiled and distributed during the meeting. Those findings are summarized and analyzed beginning on page 40 of this report.

Five resource reports on education and work, made possible by a small grant to ECS from the U.S. Office of Education, Region VIII, were provided in draft form as background materials. Final copies, revised in light of meeting discussions, are available from Gene Hensley, Associate Director, ECS Department of Elementary and Secondary Education.

Special sessions provided opportunities for ECS commissioners to review major topics of ECS program interest and selected areas of state accomplishment. Those discussions are summarized briefly in the "You Are the Experts" and "Special Interest" sections of this report.

Commissioner and staff evaluation of the meeting indicated that both the discussion and the specific products reflected greater participant involvement than any previous ECS annual meeting.

Wendell H. Pierce
ECS Executive Director



THE GREAT AMERICAN DREAM: EDUCATION FOR WORK?

Keynote Address, Wednesday, May 26, 1976

by Ewald B. Nyquist, New York Commissioner of Education
and President of the University of the State of New York

Education is experiencing unprecedented criticism not only among the public at large, but also by political authorities at all levels of government. This criticism is now coming from both sides of the political spectrum, perhaps for the first time, and certainly for as long as I can remember. Democrats and Republicans alike seem to be saying that education costs too much, that schools are failing, there are too many frills, that too many students are going on to college when there aren't enough jobs to go around, and that schools and colleges ought to be more efficient, like business corporations. I keep asking which ones: Penn Central, Lockheed, Gulf Oil, W. T. Grant, Franklin National Bank in New York? I've also noticed that education is hardly mentioned by our presidential candidates, except in terms of busing. It's getting to the point, in fact, that it is almost impossible for educators to tell the difference between Democrats and Republicans.

Your meeting theme, "The Great American Dream: Education for Work?" ends with a question. It is just one more indication, I think, that Americans generally, and American educators particularly, are engaged in more constant self-evaluation and self-questioning than any other people anywhere.

Some of the most probing questions about education in America are being asked today by Lawrence Cremin, the brilliant President of Teachers College, Columbia University. In a recent article entitled "Public Education and the Education of the Public," Cremin said this:

> "The proper education of the public and indeed the proper creation of publics will not go forward in our society until we undertake anew a great public dialogue about education. In fact, I would maintain that the questions we need to raise about education are among the most important questions that can be raised in our society, particularly at this juncture in its history. What knowledge should "we the people" hold in common? What values? What skills? What sensibilities? When we ask such questions, we are getting at the heart of the kind of society we want to live in and the kind of society we want our children to live in. We are getting at the heart of the kind of public we would like to bring into being and the qualities we would like that public to display. We are getting at the heart of the kind of community we need for our multifarious individualities to flourish."

Or, succinctly, what are the purposes of education?

Unfortunately, educators are not doing as well as they should in helping the public to understand what education is all about or, equally important, which educational functions are performed best by schools and colleges, by libraries and museums, by business, industry and labor, and so

forth. One result is that public confidence is plummeting, while unloving critics like Ivan Illich and Caroline Bird ride high by saying society should be "deschooled" and that the case against college is compelling.

As an illustrative example, 60 Minutes on CBS television and Newsweek magazine in a recent cover story gave considerable treatment to Ms. Bird's belief that perhaps a majority of young people ought to go to work rather than to college and let the money they would otherwise spend for higher education accumulate interest in a bank account. Worse still, she equates study for its own sake with a pastime like skiing. That is, each amounts to no more than an "amusement" -- her word -- and neither deserves to be supported by taxes.

Similarly, Time magazine reported in its education section a little more than a month ago that America's traditional faith in the necessity and efficacy of educational opportunity for all has now fallen on hard times. "In its place," says Time, "is a wave of 'anti-school' feeling and growing questions about the worth of ever-lengthening periods of education for the masses."

Even more to the point is this assessment by Fred Hechinger in the March 20 Saturday Review:

> "America is in headlong retreat from its commitment to education. Political confusion and economic uncertainty have shaken the people's faith in education as the key to financial and social success. This retreat ought to be the most pertinent issue in any examination of the country's condition in its Bicentennial year. At stake is nothing less than the survival of American democracy."

There's no doubt that education has declined drastically in the ladder of public priorities. It is quite possible that we are already in the first stage of a long twilight in education, an evening twilight, not a morning twilight, which, together with the now familiar doubts about whether educators have promised too much and delivered too little, will consist of markedly reduced financial support, fewer students because of the "baby bust," lessened quality, and curtailed educational opportunity. It is popular these days to talk about the management of decline or decremental planning. So there is a clear and present danger that unless all of us in education work hard for our mutual cause, unless we interpret in many wise ways to the public what it is we are doing and why it deserves a high priority, unless we plan ahead and help others to do so, unless we make efficient and economical use of the resources we have, unless we lead instead of simply administering and following out front, we are in for a long period of gradual decline.

With this cheerful background, let me turn now to the question of whether education for work really reflects the great American dream.

I want to comment on our evolving educational objectives as they were conceived in the past by three influential men who had distinctly different ideas -- Puritan divine Cotton Mather, Princeton President John Witherspoon and Senator Justin Morrill.

Cotton Mather assigned to education an essentially religious purpose, whether in the schools of colonial Massachusetts or at Harvard College, his alma mater. In Mather's mind, the very reason Harvard had been founded was to prepare an adequate number of clergymen to keep the people of New England

from sliding into spiritual darkness in the Puritans' wilderness Zion. He even went so far as to say that traditional Jewish education, or its structure at least, was an ideal model.

Not all New Englanders agreed with Mather that Harvard was supposed to be a divinity school first and foremost. But the fact remains that approximately half of the college graduates during the 17th century did go on to become congregational clergymen.

Like Mather, John Witherspoon was an ordained Protestant minister. But he was cut from different cloth. One of the most significant contributions Witherspoon made to American education was to redirect its emphasis toward a civic purpose. In a newspaper advertisement published shortly before the American Revolution, Witherspoon announced a new Princeton graduate program that was designed, to a large degree anyway, "to fit young Gentlemen for serving their Country in public Stations." One of the first scholars to do just this was future President James Madison, who no doubt acquired much of his understanding of governmental institutions from Witherspoon himself. Witherspoon was the only college president who signed the Declaration of Independence, and Princeton graduates during his administration included, in addition to Madison, Vice President Aaron Burr, 10 Cabinet officers, 60 members of Congress and 3 justices of the United States Supreme Court.

Indeed, as Mather thought of Harvard as a "school of prophets," Witherspoon created at Princeton a "school of statesmen."

Education underwent another major transformation during the Civil War when Justin Morrill prevailed upon Congress to pass the so-called First Morrill Act establishing the land grant system and giving career education a more lofty place of pride. I find it interesting that college enrollments were declining at that time, too, and that Morrill and many of his colleagues in the government thought the path to salvation was to expand course offerings in "practical" subjects that would ease the graduates' entry into jobs that required skills in technology. However, I remind you that Morrill fully intended that liberal studies would also be taught at every college that was designated as a land grant institution. The wording of the act itself was ambiguous, but Morrill said later in no uncertain terms that "liberal and practical education" were inextricably linked and that both should be taught.

One of the worst problems we have in education today is that Morrill has somehow been misunderstood. People talk as if work is all education is for. But it's not.

Education has two purposes: one is to help each person to earn his bread; and the other is to make each mouthful sweeter. Education is learning how to make a living, of course. But it is also learning how to live a life, a life that is sensitive, creative, compassionate, and humane. As someone has remarked, "the greatest of human arts is that of finding a past that has not only made us its victims but can enoble us; it is that of envisaging a future with an imagination that is larger because it is liberal and more disciplined and prudent because it is liberal."

Education must be geared to man's leisure as well as his work, and to his full participation in the affairs of his society as well, keeping in mind the admonition of Pericles that a person who takes no part in politics in a democracy is not merely uninterested, he is useless. It's clear to me that people require inner resources to go along with their job skills so that when they are not laboring, they will be able to enjoy their own company. A liberal education is what you need so that when you knock on yourself, you will find someone at home.

Everyone needs to be educated for adaptability and versatility, even in vocational education programs, in view of the breathless pace of change.

What this means to me is that while the "new vocationalism" that is so much in vogue today may help students to get their first job after high school or college, it is not going to provide them with enduring satisfactions throughout life. This is one reason why career education must be combined with a renascence of the seminal subjects, the learned disciplines, the liberal arts -- redefined, reformed and infused with a new vitality.

I like very much what Mark Van Doren once said:

> "All education is useful and none more so than that which makes men free to possess their nature. It is both useful and liberal to be human, just as it takes both skill and knowledge to be wise. If liberal education is concerned with truth, and technical with things, then the two should teach each other."

Or, to put it another way, we must somehow find ways to make career education and liberal education function somewhat like the elements in a balanced aquarium.

What is occurring instead, however, is an escalating erosion of liberal studies and an excessive emphasis on narrowly focused careerism that gets worse the more one goes up the academic ladder. The result is that colleges and universities, for example, are producing all too many graduates who know a great deal about their chosen profession, but have little conception of a theory of life, a theory of values and how this profession fits into the scheme of things. As one university official says bluntly, today's graduates are "specialty idiots," or what the Germans call Fachidioten.

In view of the inordinate pursuit of job credentials at the expense of liberal learning and where utility is exalted over intellectual development, President John Sawhill of New York University is right on target when he laments that the "higher" part of the term "higher education" may have to be spelled h-i-r-e.

I find it ironic that students in America are choosing to abandon courses in history, philosophy and so on at the very same time that students in Paris are taking to the streets in massive demonstrations to pro-

test the recent decision by the French government to deemphasize such subjects and to add vocational programs at the university level as one way of dealing with unemployment there. If one takes the rhetoric at face value, French students are afraid they'll end up becoming tools of capitalism, while American students are afraid they won't.

Incidentally, I don't blame the kids in this country. They did not fire the starting gun for The Paper Chase. This was done by others, including parents, politicians and, to some degree, pedagogues as well.

Some supporting statements are in order, and I assure you they are only analytical and illustrative and not political.

The Nixon Administration did very little to help education. I said this when I addressed the Education Commission of the States in 1972. On that occasion, I pointed out that under the federal government's maxi-policies for education, it wore a mini-program.

It was during those years that the Protestant work ethic became fashionable once again, and this carried over into educational policy making under the guidance of Sidney Marland, then U.S. Commissioner of Education. Career education was suddenly a national preoccupation.

Things have changed little with the present administration in Washington. It took a lot of work on the part of a lot of people last year to override Mr. Ford's veto of the Education Appropriations Bill. And the President's budget proposals for education in fiscal 1977 are stunning, not to mention dispiriting.

Aside from busing and his budget-paring proposals for education, the other thing that stands out in my mind concerning the President's views on education is the 1974 commencement address he gave at Ohio State University. His principal point at that time, as you probably remember, was that he would do "everything in my power to bring education and employers together in a new climate of credibility, an atmosphere in which universities turn scholars out and employers turn them on." This was 21 months ago. Yet nothing much substantively has happened since then.

Meanwhile, Ted Bell, the outgoing U.S. Commissioner of Education, has told officials of small private colleges in a much-quoted speech that the survival of their institutions depends upon "rolling with the times," by which Mr. Bell means they must provide students with "salable skills." There is, of course, considerable truth to his observation that "the college that devotes itself totally and unequivocally to the liberal arts today is just kidding itself." I don't believe this is the real problem any longer. The problem is that colleges are leaning too far in the other direction, if not keeling over.

As a case in point, the president of a prestigious college in Upstate New York that has attained distinction over the years for its first-rate liberal arts programs, concluded a while back that what made his institution strong -- "official and communal opinions to the contrary," as he put it -- was its career orientedness. Moreover, this president went on to say that the only way for the college to make sure it would have a future flow of good students was "to become and to advertise itself as a college for pre-professional students" in such fields as law, medicine, public service, business, engineering, teaching and so on.

Not so parenthetically, I hope there are some colleges that are exclusively devoted to the liberating arts and to graduating liberal scholars, dreamers and poets. These are absolutely essential and especially so for a nation that is yet to achieve man's highest aspiration, a cultural demo-

cracy. We need desperately people who worry more about the grossness of our national product than the gross national product.

Are you entirely sure that education for work is the great American dream? If not, is it possible to turn things around? And how would you do it?

As one suggestion along those lines, here is an idea that could engage the attention of both educators and lawmakers in the audience, if not immediately at least in the foreseeable future. It is from an article Fred Hechinger wrote for a preview of the year 2024 that was published by Saturday Review in the magazine's golden anniversary issue in 1974. Mr. Hechinger was dreaming out loud, by his own admission, but suggests that what he has in mind could come to pass even before the 21st century. It is to create a system of Educare -- a word you have no doubt heard before -- but Educare with an interesting wrinkle. That is, the Hechinger Educare plan would be designed to stimulate continuing education, or adult education if you prefer, in the area of "nonuseful courses," as he dubs them, by having the government pay the full cost of tuition when people sign up for subjects like Romantic poetry, Renaissance art, the Russian novel and so on. By contrast, Educare cardholders would be billed by the government for any course considered "useful." The utility of the courses would be determined by the amount of additional income the person earned after he had completed the subject. And the revenue collected in this way would be apportioned to colleges in the form of institutional assistance. Ideally, says Hechinger, the system would work so well after 10 or so years that Edupayments would not only cover the cost of all nonuseful, esoteric courses, but also provide a surplus that would be channeled regularly to conventional colleges.

As far fetched as this may seem at first blush, there is some serious wisdom underlying it that could resolve the present dilemma of waning student interest in the liberal arts. That is, education could take advantage of the likelihood that people, who have already spent some years coping with the demands of their jobs and child rearing, would reach the point at which they would be far more oriented toward liberal studies than toward more career-focused learning. In fact, in a sound, straightforward article in Change magazine that appeared at almost the same time Hechinger made his proposal, Robert Nisbet wrote something strikingly similar. Said Nisbet:

> "I have never been certain that the liberal arts are or ever have been the natural inclinations of the very young. Youth, especially when bright and motivated, tends to be eager to get at the target and not be diverted by the peripheral. The young Napoleon wants to go to war immediately, the young Einstein to mathematics or physics, the young Faulkner to writing . . . How different, though, the older soldier, scientist, or writer. I am persuaded it is not very different among those of lesser stature, those of us in business, profession, or craft. We are more likely to have room in heart and mind for the liberal arts when the sun has passed its zenith.
>
> We may thus find in the future the audience for the liberal arts in the university among those well beyond the age of undergraduates."

Turning to programs in elementary and secondary schools, are you satisfied that adequate attention is being paid to law-related education, to education for civic responsibility and to ethical and moral analysis?

There have been some significant gains in these areas in recent years. But we have barely scratched the surface. For example, the American Bar Association recently estimated that not more than one percent of all pre-college students in this country is exposed to law-related education. It's about time we stoped believing that the law is a craft and that all those who practice it are crafty. Moreover, as Alvin Toffler has said:

> "We now find millions of young people moving through the educational sausage-grinder who have never once been encouraged to question their own personal values, or to make them explicit. In the face of a rapidly shifting, choice-filled environment . . . this neglect is crippling."

I am somehow reminded of the legislator who was recently asked which he thought was worse about the purpose of American education, ignorance or apathy. Back came the answer, "I don't know, and I don't care."

Well, it is a deep-seated conviction of mine that education must not be value free. This is not to suggest that I am proposing that students should be indoctrinated in some particular set of beliefs. Indoctrination is clearly out. But I believe there are still ways in which schools can clarify and accentuate values. There are legitimate ways to teach by critical inquiry the consequences of choices, the meaning of law, of due process, of equality, of freedom, of justice; the paradoxes that must be resolved in personal goals, values and lifestyles, such as unity with diversity, social cohesion and individuality, dissent and consensus, order and freedom, and personal identity with a sense of community. In a crowded world full of exaggerated individualism, intensified ethnicity and racial isolation and separatism, education must take the lead in developing what I think of as social intelligence, "civic commonality," a sense of community, or the capacity to work effectively and harmoniously with others.

What task, in fact, could be more central to our roles as educators in a democratic, pluralistic society?

Lest I be misunderstood, however, let me hasten to add that I am not denigrating career education, occupational education or whatever else you want to call studies that lead to productive employment in the trades or in the professions. One of my top priorities ever since I became commissioner of education in 1969 has been to expand and to diversify educational programs in this area and to see that they are treated with parity of esteem in relation to other components of the total teaching and learning enterprise. It is a cardinal tenet of mine that each individual's occupation is a major factor in attaining a sense of control over his or her own destiny. In our complex, technological, affluent society, this sense of control is remote, or even unreachable, without a useful set of work skills. Therefore, one of the worst things that can happen to anyone is to leave school or college lacking the capacity to compete in the job market, to make intelligent career choices, to adapt to ever-changing employment needs, and to understand as well why people work.

What I am saying, though, is that it would be a disgrace if the only purpose of education were to fit students for a job. This would be the equivalent of saying we have lost faith in the power of schools and colleges to shape an informed and imaginative vision of what it means to live in a truly humane society, a society in which people care for and share with one another, a society in which people are richer on the inside than they are on the outside, a society in which each new generation has a better potential at least to become more trusting, tender and loving than the one that went before. And we sure need more trust and tenderness in our society.

My own definition of education is simply this: Education is the search for truth, beauty and goodness and for what sets men free to possess themselves and to live in harmony with others.

In coming to a close, I have one last story. You don't need this story, but I need to tell it to you. It is about a tourist who was unsure of his way to a small Vermont town. The tourist asked a native how he would get to that particular town. Replied the old Vermonter: "Mister, if I was going there, I'd be damned if I'd start from here."

Well, I hope all of you will start from this meeting toward creating bold, new ways to wed the career arts and the liberal arts and, in so doing, to make learning more productive and rewarding and the kind of splendid intellectual adventure it ought to be.

REGULATION: WILL FEDERAL AID PUT THE STATES OUT OF BUSINESS?

Luncheon Panel, Thursday, May 27, 1976

Moderator: Leroy Greene, California State Assemblyman

Participants: Calvin M. Frazier, Colorado Commissioner of Education

Michael Kirst, Member, California Board of Education

Calvin Rampton, Governor of Utah

Georgia Williams, Rockefeller Foundation Intern, Oakland Public Schools, California

Charles Cooke, Deputy Assistant Secretary, Education Legislation, HEW

GREENE:

The question is the survival of education and the states' relationship with the federal government. Governor Rampton, why do you need any help from the feds?

RAMPTON:

In our public school system we have as small a percentage of federal money as any state in the Union. Generally, there are four ways in which the federal government may attempt to mandate programs on state government in education and across the board.

First, they make a grant available, either a hundred percent or with certain state matching, on a categorical basis, put in guidelines and they say, "You can have the money if you'll follow these guidelines. If you don't follow them, you can't have the money." I can't quarrel with the justice of that. You don't have to take it.

Second, they say, "Here's a program we are going to put up the money for. If you don't take it and put it into effect according to these guidelines, we're not only going to withhold the money from this program but we're going to withhold part or all the money from similar programs." This is generally known as sanctions.

Third, they say, "Either you put this program into effect or we'll come into the state and put it into effect ourselves." They have done this on Fair Employment Practices and on the Wholesale Meat Act.

Last, they say, "Either you put this program into effect according to these rules or we are going to put the governor in jail." They have attempted this most recently in the EPA Act. Although it has been defined quite liberally, no governor has gone to jail.

We do not have to accept the federal direction if we do not want the federal dollars, and many of the programs we do not want. Of about 1400 programs for grants-in-aid in various fields, the state of Utah participates in fewer than 40 percent of them.

GREENE:

Dr. Kirst, many states say to the federal government, "We would prefer to have block grants: just give us our money and go away." What do you think?

KIRST:

One of the major problems with federal administration historically has been they operate on a sort of lowest common denominator policy. When I was in Washington it was always, "Let's think about what the worst governor or state board or legislature would do with this and then we'll put in a safeguard against the worst case."

There's some need for block grants, but I think we should explore the idea of a differential federal policy where the federal government would come together with states and have different ratings with states. In other words, they would let some states have much more flexibility with the money on certain criteria and keep rather strict regulations on the states who had a history of problems with use of federal money.

GREENE:

The federal government itself, of course, is an educational bureaucracy. It has hundreds of different officers administering hundreds of different titles and programs. Isn't that very limiting in the effectiveness of federal assistance education, Mr. Cooke?

COOKE:

The Administration's education block grants proposal would eliminate about 1200 pages of federal regulations. The thrust of the Administration policy, not only within the legislation but certainly within the regulation process itself, is to cut down on the kind of laws that require us to put out rather detailed and sometimes onerous regulations and at the same time try to make the process we have now more sensible.

WILLIAMS:

I certainly feel that we need federal regulation, perhaps even more than we already have. I have served as an assistant superintendent of schools and have had to deal with the paper work that goes into the monitoring of federal programs. In looking at the records of the states and the local governments, I feel that the track record is not as good as the track record of the federal government.

If we look at sexism, racism, age-ism, poverty-ism and at what states and the local governments might have done about all of those "isms," perhaps there is a need for the innovative, initiative-taking prophecies that we have had with the federal government.

Look at just the state of California. Out of 1100 school districts, 500 have only one school to administer. What kind of management is that?

Look at LEAA, where we tried to provide block grants and less of the categorical grants. LEAA has spent $2 billion to stamp out crime, and crime is on the increase. What we need, rather than questioning whether we should have more federal-state regulation, is should we have more accountability?

GREENE:

Why haven't the various state departments of education combined in

a cooperative effort to persuade and assist the federal bureaucracy to streamline the application procedures and the reporting requirements? Should the states show some initiative, Dr. Frazier?

FRAZIER:

The states could, but I'm not sure that's the major issue. Eliminating a lot of the data is what we are trying to do. But when you're through designing forms and reporting to Washington, you have to go back to accountability. What states are really saying is that this revolt building now is accountability involving participation in setting the objectives, in setting the programs that should be appropriately located at the federal level and being more of a partner rather than only a responding partner by filling out forms. That robs local and state people of their commitment to the programs, to the objective that the federal government is trying to achieve. They are put in the position of being record keepers. That is what they are protesting.

GREENE:

Why not set up a national paperwork management operation on behalf of the states to review and streamline the federal paperwork requirements? Would we be able to get anywhere by such an effort, perhaps through ECS?

RAMPTON:

It's an excellent idea. Most of the states have studies under way to cut down on their paperwork; we have one in our state. I have never heard it proposed on a federal level. It would be a good idea.

In response the federal government has no track record at all. They tried to quarterback from the grandstand but I have never seen in my state an educational program improved by the participation of the federal government and the injection of federal dollars.

GREENE:

They might take your federal dollars away from you; then you'd be sorry.

RAMPTON:

If they will do that across the board, across the nation, I will applaud them.

GREENE:

In California we attempted through our early childhood education program a total school reform. We have data from two years indicating that our program raises the educational attainment of Title I youngsters, yet the state is faced with a large number of audit exceptions in the early childhood schools. The question is, should exceptions in the federal audit regulations be made when the states are attempting a total reform that is benefiting federally eligible youngsters?

KIRST:

It goes back to my first point about a differential policy toward states when they are undertaking different approaches. The people in Washington look at a standard set of regulations and repeat over and over again that your early childhood education program violates our regulations. We can't trace the money precisely to the recipients. We can trace it to the schools but not the special education programs for disadvantaged children because you are packaging federal money with various kinds of state categorical money. They say this violates our regulations and thus want to pull the plug with audit exceptions.

What we are trying to do is end up with a better program than could be envisioned by a strict federal program. We are trying to get parents, students, teachers and others to sit down and say, "Look at the total resources at this school site -- not the school district level -- and plan a program that makes sense for these kids, using different kinds of funding sources."

The federal government could look at our program carefully, see that we are within the spirit and the letter of the law, and approve that kind of process. There might be other cases in other places that they wouldn't approve. They need a differential policy, not just a standard set of regulations.

GREENE:

What type of questions does Congress ask about the effectiveness of a federally funded program? Has the U.S. Office of Education ever attempted to develop the types of information that are necessary for Congressional purposes by cooperating with any of the committees of the Congress?

COOKE:

There are quite a few requirements that Congress lays on the Administration, not the least of which is the regulation load. Congress decided we had to have a regulation out for every educational program. They stated so in P.L. 93-380 and gave us 180 days to get the regulations out on over 60 programs.

As a result, of course, we haven't got all those regulations out yet. They are complex and very difficult to do. The public comment period stretches out pretty long. A set of requirements from the Congress of the United States says the Administration must provide regulations for all operating programs in education.

Secondly, the Congress of the United States has asked us to furnish a series of data requests in order to evaluate accountability, efficiency and effectiveness. There are many such requirements in P.L. 93-380, particularly with regard to Title I.

GREENE:

Dr. Williams, to what extent are the current federal applications and reporting requirements for different programs repetitive or redundant in your district?

WILLIAMS:

There are tremendous problems. The reporting is repetitive; the forms are repetitive; redundant questions are asked. But I don't find, especially in Oakland, that is a very big concern. The real concern has been that even though federal dollars have discovered some very good things that work for children, local districts do not plan and organize their resources to institutionalize some practices found to be effective.

That is a bigger concern in Oakland than the question of what we can do to cut down on the paper work or to solve the problem of reporting to the federal government.

GREENE:

Dr. Frazier, as commissioner of education in Colorado, I wonder what feeling you have when you get done with all those reports and you have sent this information back to Washington? Do you ever get any feedback to find out if you're doing a lousy job or if you're doing well?

FRAZIER:

We have been bothered by turning in massive reports and receiving a generalized statement. One senator recently tried to find out what use was being made of these state reports and found that many of them were wrapped in the original brown paper and twine and had been for as long as two and three years. Yet letters had gone out to the states saying, "On the basis of your outstanding report and results, we are refunding this program."

GREENE:

I am relieved. I thought they always lost them.

FRAZIER:

The reports hold doors open and windows up.

The concern is that we must have passed a piece of legislation that was really not manageable by USOE. I think one of the failures of the federal government has been to pass a piece of legislation without having a data analysis done so that Congress realizes what kind of data will have to follow that particular demand.

In Colorado we made an analysis of the number of items that we collect from local school districts for reports. We found over five million individual responses that we have to collect and tabulate in the course of a year; about two million of these were for federal forms. So, in other words, 40 percent of our data in Colorado tracked back to federal requirements, and yet in Colorado we get about 4.7 percent of our educational revenues from the federal government. With the passage of the Handicapped Bill (S-6), and potential changes in vocational education, we could be to a point where 50 to 60 percent of our data is for federal use.

GREENE:

Governor, rather than having every school or every project submit an

annual report to the feds, what would you think about establishing some kind of a federal system of random monitor and review?

RAMPTON:

The review and auditing of a program is going to be necessary and desirable if the federal funds are put in. That's part of accountability. The answer has got to be that a decreasing percentage of funds should come from the federal government and then an increasing amount from the state government.

In our state, we do require a complete accounting and auditing. That's part of the responsibility for the government agency that raises the money.

GREENE:

I am going to ask each panel member to give a final comment on the question "Regulation: Will federal aid put the states out of business?"

KIRST:

I don't think federal aid is going to put states out of business. The thing to watch is the growing restriction on local school operations from both federal and -- in our state -- particularly state government. The question is, are the higher levels of government going to so restrict the discretion and flexibility of the people operating schools that they can't move one way or the other? The local school board is becoming more like a petty judiciary body, not a major policy-making body, so many of its policies are hemmed in by the federal. I prefer state regulation.

Second, a lot of the problem lies with the states themselves. Samuel Halperin in Phi Delta Kappan says, "Overall there is nothing today that can pass for the state's view of education in Washington." He cites the lack of influence by the Education Commission of the States and other interstate organizations in Washington compared to the special purpose lobbies, such as handicapped children, who have valid considerations but don't have an overall picture.

Finally, I would suggest that the federal government has been moving toward more regulation with less money. I'm amazed at how much impact the feds get without much money.

We might consider something that we have here in California. The federal government mandates programs on local districts for which it does not provide money. That's different from where they provide money and then provide administrative costs as well. The worst thing is the growth of federal mandates without money attached. The federal government has to consider paying some of those costs along with the mandates.

A requirement in the California State Legislature says that you can't mandate something on local districts without helping to provide the costs.

GREENE:

In fact, it goes even further than that: you can't make a mandate that requires an additional expense without supplying the money for it.

COOKE:

There's something we often lose sight of and shouldn't. One function of regulations is to control the feds, not only just to see that the money is spent the way Congress wants to spend it. It is also to provide some continuity and consistency on how the programs are administered by various

federal officials. I view the regulations in the areas of guaranteed student loans and the basic opportunity grants as very necessary to protect the American public against what somebody might want to do to them if we didn't have regulations. That is an aspect of regulations that often gets overlooked.

Secondly, I concur with Mike Kirst. Some of the major thrusts in our legislative proposals have been along these lines. We are attempting to provide sufficient flexibility to local education agencies and states. We are confronted with two major thrusts causing conflict. On the one hand, there is a legitimate federal role of providing assurances to special populations in the United States that they receive the educational services for equal educational opportunity. The tough question is, how do you do that without over-regulating the states and the local education agency? It's a very tough line to skate along, and I would suggest that we have had a great deal of success in doing that. There is a conscious attempt by the Administration to deal with that issue, assure those populations of some federal services and yet at the same time provide flexibility for the local education agencies and the states.

WILLIAMS:

I must emphasize that the state of California gets more than $507 million of federal monies. When we look at the benefits reaped by certain groups from this sum, then we have to hang our heads in shame. I don't think that California is very much different from other states in the country. If we are concerned about federal regulations we ought to be concerned about how can we bring about more accountability. State and federal governments ought to try to design some process that absolutely requires outcomes and the benefits of tax dollars. If we continue to pour millions of dollars into programs for disadvantaged youth, crime prevention programs and dropout programs, we ought to look for some results. I don't think the task is that difficult.

We cannot blame the federal government because it has required too much paperwork. The federal government really does not have the major responsibility for implementation of these programs.

As long as state and local governments refuse to put into motion those processes and programs that will show positive outcomes, then we will continue to be at the hands of the federal government regarding regulations, monitoring, paperwork and all of the other bad things related to categorical funding.

FRAZIER:

In answer to the question, "Will federal aid put the states out of business?" my central thesis would be no, it won't. But if the trend continues it will render local and state agencies less effective and important over the years. I would not argue with Dr. Williams. I feel, contrary to Governor Rampton, that in the legislation and the movement of the federal government in civil rights, there has been a significant gain in the last decade only because of federal involvement.

My main concern would be in extended federal involvement in the areas of vocational, handicapped, bilingual and career education, and those kinds of program areas that may not reflect state priorities.

I suggest two things that the federal government must do to reverse

this trend and to build state and local governments. (1) They have to build a process whereby their national program priorities do, in fact, reflect state priorities. States ought to be encouraged to articulate to the federal government the high priorities of the educational needs of that particular state. To insure these priorities are not developed out of a vacuum, it ought to be a specific charge of the U.S. Office of Education.

(2) There should be a commitment by the federal government to recognize some 80 to 90 thousand local school board members, several thousand legislators and aides to governors and governors, state board members and others. They must commit themselves to the growth of those individual policy makers at the local and state levels. Failure to do this is going to continue to draw advocacy groups and others to the federal level for solution.

RAMPTON:

The states will not be put out of the education business if, but only if, the governors and the legislators have the courage to raise the money by local taxation to adequately finance an educational system. They must resist the temptation to look to Washington for easy money to implement any new program that seems desirable.

GREENE:

Thank you.

"YOU ARE THE EXPERTS" SESSIONS

Wednesday, May 26, 1976

THE ROLE OF ECS COMMISSIONERS AT HOME: WAYS TO ORGANIZE AND OPERATE IN YOUR STATE

Chairman: Liz Kummer, Vice President, Michigan League of Women Voters

Participants: James Browne, Associates Program, Institute for Educational Leadership

Peter X. Fugina, State Representative, Minnesota

Gail Scott, Administrative Assistant to the Governor for Education and Cultural Affairs, Oklahoma

ECS education councils are organized in many ways to make valuable contributions within the states, commissioners and other participants emphasized. The ECS commissioners are the core members, but other individuals are sometimes appointed by the governor to make the council more diversely representative. Contributions education councils can make were noted. In Oklahoma the governor has asked the commissioners to act as part of a planning and advisory council to reorganize the entire state education structure. In Michigan the council acts as liaison between ECS and the state and discusses key education issues important to ECS and/or Michigan. In Minnesota the council is divided into issue-oriented task forces that work on legislation and implementation methods pertinent to Minnesota problems.

The Associates Program of the Institute for Educational Leadership (IEL) could form a possible base for meetings of an ECS education council; in many states the ECS commissioners are now active in the IEL Associates seminars for state leaders in politics and educational governance.

Concerns still evident in the organization of councils are: securing appropriations for per diem funding; increasing membership beyond the seven ECS commissioners; clarifying the role of ECS commissioners to avoid duplication of effort; disseminating information effectively within the state; and communicating often with ECS staff members.

TEACHER EVALUATION: IMPLEMENTING A STATEWIDE APPROACH

Participants: Calvin Frazier, Commissioner of Education, Colorado

John Stull, State Senator, California

Implementation of legislated statewide teacher evaluation programs and how California and Colorado deal with the problems of teacher certification were the issues at this session.

California State Senator John Stull authored the Stull Act as an

attempt to take teacher dismissal out of the superior court and put it into the office of administrative hearings. The bill requires local districts to establish an evaluation process to take away some of the "mystic of teacher evaluation," Stull said. Local school districts must develop guidelines making teacher evaluation a more visible process by involving both parents and students in the creation of this plan. Teacher evaluation under the Stull Act is to be tied to expected job performance and the performance of students in the classroom.

Since 1971, 80 percent of the districts in California have written evaluation plans. Problems with the implementation of the statewide evaluation program include:

(a) Since interpretation of the Stull Act was left primarily up to local school districts, there are different emphases across the state.

(b) Some administrators took advantage of the bill by putting their own biases into its interpretation.

(c) Some teachers either wrote objectives low to show improvement in the evaluation or too broad to be useful in any teacher evaluation program.

(d) Boards of education have not focused on individual student learning.

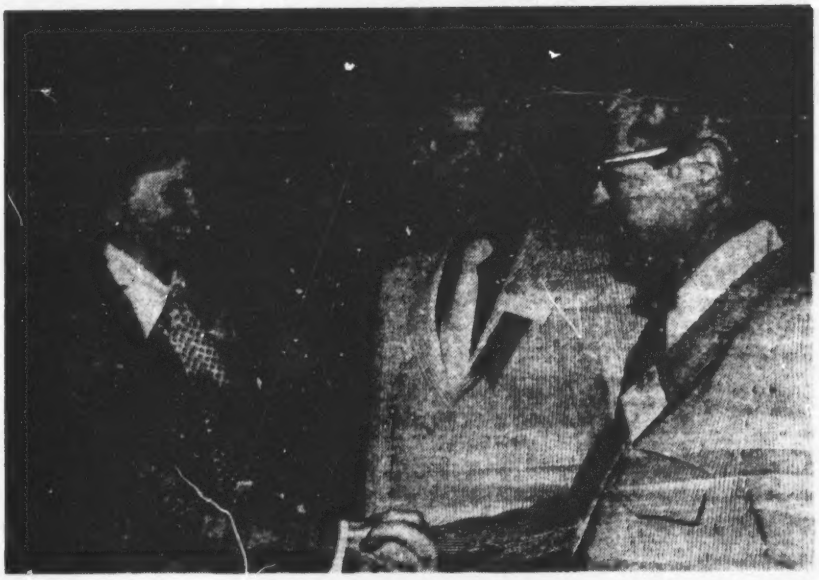
(e) Poor communication between teachers and administrators at the building level has hampered the implementation of the evaluation program

Colorado's SB 43, passed in 1975, was primarily aimed at improving the teacher certification process but, in reality, has resulted in a teacher evaluation program for certain groups of teachers. A significant feature of the new law, which was effective July 1, 1976, is that all first- and third-year teachers employed by school districts, who have completed their preparation at accepted institutions of higher education in the state, will evaluate their teacher training program. The administrative staff of each school district will also evaluate the teacher training programs by evaluating the first- and third-year teachers. This process is designed to assist the state department of education in the approval or disapproval of teacher training programs as they now exist. While the new act is not designed to implement a teacher evaluation program per se, it covers certain blocks of teachers and may be useful in setting a model for other evaluation programs.

The law also requires that all teachers submit to their local districts, and in turn to the state, a professional growth plan for developing their own inservice program leading toward recertification. In effect, teachers will have several options in renewing their certificates. Inservice education programs may be developed by the local districts with the cooperation of the teachers. Mandated in this whole process is an evaluation plan that will determine the effect of the inservice activities on the teaching and learning process.

Implementation problems with this law are not yet evident. However, local school districts are finding that the process of creating inservice programs and having teachers develop their own professional growth plans does put a heavy burden on personnel offices and facilities in the local school districts. Some of the larger districts have had to assign several staff members to this process alone.

States should keep searching for ways to improve the entire evaluation process, session participants agreed, perhaps using the Colorado and California models as a beginning.



CONCEPTS OF GRANT CONSOLIDATION

Chairman: Joseph C. Harder, State Senator, Kansas

Participants: Charles Cooke, Deputy Assistant Secretary, Education Legislation. HEW

Joe W. Fleming III, ECS Counsel

John F. Jennings, Counsel to the U.S. House Subcommittee on Elementary, Secondary and Vocational Education

Carolyn Warner, Superintendent of Public Instruction, Arizona

Education remains a state responsibility with the federal government acting as a partner in the educational enterprise. However, as the scale tilts unfavorably to the states, grant consolidation is greeted as an exciting concept in restoring balance, Senator Harder said. Participants discussed the implications of H.R. 12196, the Administration's consolidation bill.

A key issue in the debate over the bill is how federal assistance can be provided to serve the special needs populations, while at the same time meeting state needs. Historically, an additional problem has been appropriation of less money than was actually authorized. The new bill would bring these two factors into a more realistic relationship. A unique aspect of this legislation is the widespread involvement of education, Congressional and government groups in its formation. Congress is willing to initiate dialogue on the bill, and many Congressional representatives are receptive to the idea of consolidation. However, concern remains that such a measure is an attack on hard-won federal education funding.

A real question in consolidation is what will be achieved educationally by such a change. The burden is on the states to show how they can meet federal educational objectives without the present level of restrictions.

A major concern with the current grants process is the often burdensome data collection requirements. Arizona has been reducing its paper work, according to Superintendent Warner, and has effected a total savings of about $4 million.

SUPPORT FOR THE AMERICAN FAMILY

Participants: Jerome M. Hughes, State Senator, Minnesota

Sidney Johnson, Director of Family Impact Seminar, Institute for Educational Leadership

John Niemeyer, President Emeritus, Bank Street College, New York City

Many forces are working against today's family structure; among them are: reduction in family size; segregation by age; increase in mobility; increase in number of working mothers. Child development experts agreed on the importance of the family structure and the necessity to eliminate some of the negative forces that are eroding family support for children. Minnesota is actively supporting the family through family education programs, a council on family legislation and school curriculums that point out responsibilities of family members.

Attention placed on the family as a social institution would be a family impact statement, Sidney Johnson pointed out. Participants agreed upon the value of a family impact statement, which could then be reinforced with legislation. Johnson's Family Impact Seminar will be working on this approach.

COLLECTIVE BARGAINING: PROBLEM OR PANACEA?

Participants: Thomas A. Emmet, Special Assistant to the President, Regis College, Denver

Daryl J. McCarty, Executive Secretary, Utah Education Association

William Robinson, Associate Commissioner of Education, Rhode Island

Gordon Winton, Association of California School Administrators' Legislative Office

Educator unions are far more skilled in bargaining techniques than other local school boards or postsecondary education governing boards, according to session participants. Some of the problems in education bargaining and subsequent impasses can be attributed to this lack of employer negotiating expertise. The organizing and bargaining process dictates that the educator union, because it initiates petitioning for representation and campaigns for election as an exclusive agent, be able and prepared to "deliver the goods" -- that is, to negotiate contracts expertly and effectively either with or without benefit of state enabling legislation. Public education governing boards, some participants stated, tend to ignore the possibility that they will be required to bargain. Because they fail to anticipate bargaining, they are ill prepared -- with their homework undone -- at the bargaining table. As a result, unnecessary concessions are sometimes made.

The scope of bargaining was debated: the educators argued for unlimited scope under the usual definition of negotiable areas -- "wages, hours and terms and conditions of employment," and the representatives of governing boards argued for specific exclusions from negotiations and delineation of those areas that must be negotiated.

The roles of administrators, principals, supervisors and department chairmen in the bargaining process were reviewed: should these "middle groups" be deemed management or labor; if designated as labor, should they be included in a teacher unit or assigned to separate units? These questions determine roles in the negotiations process and directly affect the working relationships of these groups with governing boards as well as with those teachers and support personnel with whom they have daily contact.

The prohibition of strikes in state laws has been ineffective, participants agreed; they could not agree, however, on whether binding arbitration of bargaining impasses is either practical or effective, particularly in "fund areas" -- issues involving the appropriation and/or expenditure of public money. It was noted that the uninformed or careless arbitrator could bind the legislative body to the expenditure of public monies that simply are not available, unless the school board or other governing body (such as the state legislature) retains final approval of an arbitrated agreement. Such final approval, some group members warned, might cancel out the intention and effectiveness of the binding arbitration process by making it, ultimately, a one-sided decision.

DECLINING ENROLLMENTS: HOW STATES ARE MEETING THE PROBLEM

Participants: Grace Duff, Deputy Superintendent for Management Services, Illinois Department of Education

Joan Orr, State Senator, Iowa

There are four main issues raised by the phenomena of declining enrollments, participants pointed out: (1) the economics of declining enrollments; (2) underutilization or closing of facilities; (3) changing staffing patterns; and (4) program development opportunities.

The economics of declining enrollments have a great effect upon local school districts since most state aid formulas are tied to numbers of students. Most states are providing some system to cushion districts experiencing declining enrollments. At the same time that financial aid may be shrinking, school boards may find themselves underutilizing school facilities or even having to close entire schools.

Closing schools can be as traumatic as desegregating schools. Those districts which have successfully closed school facilities have consistently involved citizens in the decision-making process.

Declining enrollments, together with a decrease in state aid, generally have required school districts to reduce the teaching force. This, coupled with the apparent over-supply of college graduates in education, has caused severe problems in many areas for the teaching occupation. Most people agree that states should require their teacher training institutes to submit a plan for reducing the number of graduates in education. A number of states

have considered early retirement as another method of reducing the work force.

There are a number of alternatives to a reduction-in-force: (1) decrease class size; (2) employ teachers who have lost their jobs as substitutes, coordinators or teacher aides with seniority rights for regular teaching positions as they occur; (3) retrain and channel current staff into positions in new or expanded programs such as early childhood education, vocational education, special education and adult education.

Many school districts are viewing declining enrollments as an opportunity for program development. Thus, as additional space and surplus teachers become available, many schools are considering programs in physical therapy, diagnostic evaluation, early childhood, as well as programs for academically talented students, sheltered workshops for mentally and/or physically handicapped students and the expansion of health-care programs.

SPECIAL INTEREST SESSIONS

Thursday, May 27, 1976

BACK TO THE BASICS: WHAT DO THE FACTS SHOW?

Participants: Joyce E. Lewis, State Representative, Maine

Robert McBride, Immediate Past President, National Association of State Boards of Education

Do we really want to go "back to the basics?" Is there hard evidence to warrant a return to "no frills" education? If we "go back to the basics," said McBride, "the school curriculum would not include science, typing, physical education, social studies, physics, history, home economics, literature, music, art, etc. Is that really what parents want?"

"The basic 3Rs are the foundation for all education," countered Lewis. "We must go back to the basics if we're going to reduce the number of educational cripples now graduating from our schools."

The 3Rs and the McGuffey Reader are signs of a simpler life, workshop members agreed, but the real question is what are the basics for contemporary Americans? Are the 3Rs enough for Americans to adequately cope with the fast-changing technological society of today? Do the basics mean the same to those living in urban areas as in rural areas? The Northeast and the West? Aren't the basics really teaching students to think, analyze?

Others agreed that even if youngsters had mastered certain basic skills, it was that next step of comprehension that is the concern of many. Students are having trouble with certain areas of math, with reading comprehension and with coherent writing. The public mainly worried about the basic skills needed to survive in today's world: consumer math, reading and understanding directions and forms, writing coherently. Many parents and others claim the schools are not teaching these basic skills as well as they used to and that the growth of electives and lowered teacher expectations of students are factors in the push back to the basics. The one conclusion drawn: the cure lies mainly with both parents and the schools.

STATE LEADERSHIP IN SCHOOL DESEGREGATION

Participants: Gregory R. Anrig, Commissioner of Education, Massachusetts

Robert Lyons, Deputy State Superintendent of Education, Illinois

James A. Sensenbaugh, State Superintendent of Schools, Maryland

Gregory Waddick, Assistant Commissioner of Education for Planning and Development, Minnesota Department of Education

The four state administrators outlined the progress their states have made in implementing desegregation in the schools. Among various leadership methods discussed were: preparation and adoption of specific guidelines for school desegregation; submission by local school districts of compliance plans for state policies and regulations on desegregation; regular meetings of local superintendents with the state superintendent to establish a face-to-face working relationship and a climate for problem solving; and provision of funds and training for school officials.

Before the Minnesota Board of Education adopted its "Guidelines for School Desegregation," Waddick said, many schools had large minority enrollments. Now, as a result of the leadership of the state and local school systems, no school in the state has more than 30 percent minority pupils.

In Illinois, 20 school districts have been notified that they must submit plans for coming into compliance with state policies and regulations. The state board is now working with those districts, Lyons said.

TITLE IX REGULATIONS: CLARIFICATION AND IMPLEMENTATION

Participants: Shirley McCune, Project Director, Resource Center on Sex Roles in Education, National Education Association

Sarah Weddington, State Representative, Texas

What do the relatively new Title IX regulations mean to education administrators and state legislators? One of the important elements of Title IX, evident throughout the regulations, is that it places responsibility for implementation at the state and local levels, McCune pointed out. A recent survey by the National Education Association (NEA) found that local education agencies were much more aware of Title IX and were doing more to implement it than state agencies.

Future issues were noted: need for state legislation supporting Title IX; state agency involvement in implementation, through technical assistance; need for providing models of state success stories; cooperation between elementary/secondary and higher education to solve problems (e.g., changing curriculum in teacher training to reflect the message of Title IX).

Specific actions states can take were highlighted by Weddington: legislators could pass a state law on textbooks and sex stereotyping; state boards could develop plans requiring affirmative action in state agencies; state superintendents could help implement the federal law by providing technical assistance to local education agencies; and governors could issue executive orders requiring affirmative action within a state.

SCHOOL FINANCE -- SCHOOL FINANCE SIMULATIONS: WHAT ARE THEY? HOW DO THEY WORK? WHAT CAN THEY DO?

Participants: Judy Bellows, Lora Lee Rice, Allan Odden (Director), ECS Education Finance Center

School finance computer simulations are necessary tools in modern school finance reform, ECS Education Finance Center staff pointed out. Proposed

reform programs can be examined in detail to show the impact of the simulated program on the inequities of the old system.

The basic structure of a school finance simulation includes the data base, the decision variables and the computer program that calculates the proposed expenditure levels, tax rates and state aid figures. Impact of the program can be analyzed at many levels: statewide, by districts, by categories of assessed valuation, by school district size, jurisdiction or income. Results of a simulation are in a clearly understandable format so legislators can easily judge the effectiveness of a proposed reform.

SCHOOL FINANCE -- THE PROPERTY TAX: REGRESSIVE OR PROGRESSIVE?

Participants: Allan Odden (Director) and Phillip E. Vincent, ECS Education Finance Center

Public finance economists are debating whether local property taxes are actually progressive rather than regressive. An emerging research conclusion indicates that whatever view is taken, property taxes are regressive for the lowest income groups. State legislators are becoming aware of this rather specialized debate and should be reassured that property tax relief programs are still needed to reduce regressivity in the low-income ranges. In any case, many economists still agree that property taxes should be relied on less heavily in school finance and that alternative sources of revenue are better means for financing schools.

The ECS Education Finance Center will continue to monitor research results and perform in-depth property tax studies in various states. These results will be incorporated into the project's emphasis on both aspects of school finance reform: revenue and taxes, as well as expenditure and state aid formulas.

CHILD ABUSE AND NEGLECT: A MULTIDISCIPLINARY APPROACH

Moderator: Bob Davis, State Representative, Tennessee

Participants: Ronald F. Kline, Chairman, Department of Special Education, Utah State University

Leila Lewis, Pupil Personnel Services, Idaho Department of Education

What are some alternatives and effective ways that school systems may be involved in the identification, treatment and prevention of child abuse and neglect? Two basic issues are: to what extent can schools play an active role and should they be involved at all? A basic concern is that schools are being given increased responsibilities beyond the basic curriculum, and the addition of any more would overload them.

Participants agreed, however, that schools must continually evaluate and make necessary changes in order to be effective in an increasingly complex society.

MINIMAL COMPETENCY: CAN WE GUARANTEE A MINIMAL LEVEL OF ACHIEVEMENT FOR ALL STUDENTS?

Participants: Dale Carlson, Office of Program Evaluation and Research, California Department of Education

Chris Pipho, Associate Director, ECS Department of Research and Information

H. A. Wilson, Director of Exercise Development, ECS National Assessment of Educational Progress

More and more states and school districts across the nation are requiring students to prove competence in the 3Rs before they can get high school diplomas. This trend toward minimum competence tests and legislation mandating such action is moving like a "grass fire" through state capitols catching many educators in a web of controversies. It is sparked by two factors: rising dissatisfaction with the results being achieved in the nation's public schools and efforts by financially pinched legislatures and state school supervisors to get the most for each educational dollar. For the education world, implications of the trend are enormous: what constitutes minimum competency and how can it really be measured; will the minimum standards become the maximum expected of all students; who pays the additional costs and logistics of remedial classes necessary for students who fail the test; what happens to youngsters who cannot meet the minimum standards; how does this affect the movement toward teacher accountability; who pays the costs of setting up a testing program; if each school district is allowed to set its own minimum requirements for high school graduation, is it fair to withhold a diploma from a senior in one district who could meet lower requirements in another district; will state legislation result in a state-mandated curriculum? Although there is a definite interest in minimum competency among state legislators, there is also a lack of understanding on the legislator's part about the kinds of tests now available to measure minimum competency. Another tendency in some states is to use test results for all kinds of decision making -- as a panacea -- not as just one tool useful for education decision making.

BILINGUAL/BICULTURAL EDUCATION IN THE UNITED STATES

Participants: Edward Aquirre, USOE Regional Commissioner, Region IX, San Francisco

Leo Lucero, State Representative, Colorado

Moises Venegas, Director, Teacher Corps, University of Southern Colorado

The session focused on four major topics: (1) the history and development of bilingual/bicultural education in the United States; (2) federal and state legislation related to bilingual/bicultural education; (3) state and local options for program development and implementation; (4) the impact of various court decisions on bilingual/bicultural education.

Questions frequently asked by leaders in government and education were identified. Included were: do the goals of bilingual education and English-as-a-second language differ from the goals of education in general; is bilingual education a federal problem, a state problem, or a local one; what evidence exists that language-minority children have difficulty succeeding in our schools? Although no effort was made to gain consensus, several participants noted the following important factors: a great deal of work needs to be done by state and local governments on bilingual programs before they will be sufficiently comprehensive to insure lasting success in serving all children; problems related to bilingual/bicultural education in this country must first be solved at state and local levels, since problems vary from state to state and district to district; it is imperative that the philosophy, methods, program activities and evaluation results in bilingual/bicultural programs be interpreted to state leaders, particularly to the members of the political community at both state and federal levels; state and federal relations in all matters related to bilingual/bicultural education need to be strengthened.

EARLY CHILDHOOD DEVELOPMENT AND THE STATES

Participants: William Diepenbrock, Special Assistant to the Director, National Office of Child Development

Robert LaCrosse, Director, ECS Early Childhood Project

Jeannette Watson, Director, Texas Early Childhood Development Division and President, National Association of State Directors of Child Development

State child development offices suffer from a lack of communication, according to Diepenbrock. State and federal administrators should work together to solve this problem, he suggested. Other issues noted were: early childhood program planning should be done at the grassroots level, with parental involvement; state childhood development offices should become catalysts to create a forum on child development issues; state offices, with increased coordination, could become clearinghouses of ideas for child development.

The Texas Office of Child Development, according to Watson, has a unique system of obtaining information from all interested parties so that children's priority needs can be ranked. The agency could serve as a model for other states to develop and implement child development programs.

ACCREDITATION AND INSTITUTIONAL ELIGIBILITY

Moderator: Kenneth C. Fischer, Director, Postsecondary Convening Authority, Institute for Educational Leadership

Participants: Kay J. Anderson, Executive Secretary, Western Association of Schools and Colleges

William Arceneaux, Commissioner of Higher Education, Louisiana

John Proffitt, Director, Accreditation and Institutional Eligibility Staff, Bureau of Postsecondary Education, U.S. Office of Education

Approximately 8,000 postsecondary institutions could receive federal aid to their postsecondary education programs. State agencies, accrediting groups and the U.S. Office of Education's Division of Accreditation and Institutional Eligibility staff share in determining which institutions are at least minimally qualified for participating in the federal program.

There are, however, loopholes that permit some institutions with questionable or unethical practices to qualify. The basic problem is how to curb such abuses.

Issues identified included: how can state agencies have more authority relative to determining eligibility; who has fundamental responsibility; what are minimally acceptable standards; how can information about actions, or reactions, be shared among the federal, state agencies and accrediting groups; and which are the appropriate consumer protection measures that could be incorporated into the revised standards and how can they be enforced?

THE STATES AND HIGHER EDUCATION: A PROUD PAST AND A VITAL FUTURE. A commentary by the Carnegie Foundation for the Advancement of Teaching.

Presiding: Otis R. Bowen, Governor of Indiana

Presenter: Clark Kerr, Chairman, Carnegie Council on Policy Studies in Higher Education

Reactors: Edward J. Boling, President, University of Tennessee

Richard C. Hawk, Executive Director, Higher Education Coordinating Board, Minnesota

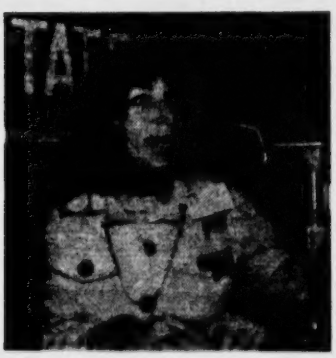
Sid McDonald, State Senator, Alabama

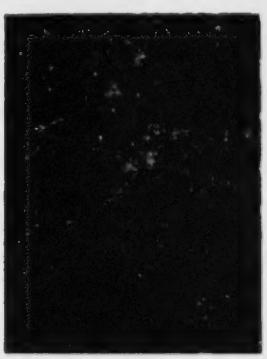
The session served as the national release of a new report, The States and Higher Education -- A Proud Past and a Vital Future, on state achievements in the support of U.S. higher education. The report, issued by the board of trustees of the Carnegie Foundation for the Advancement of Teaching, gave the states high marks. The foundation concluded that now and in the near future, the states will play even more central roles than they have in the past in the support and development of colleges and universities.

The report indicated that the United States has a good system of higher education -- the best of any nation in the world -- and that the states have been and are a major contributor to this system. Among the concerns expressed by the foundation were the danger of higher education losing its dynamism, the signs of increasing parochialism, increasing pressure to provide public funds for the private sector, the diverse forms of coordination and control and the possible loss of higher education's independence.

Findings of the report included: support for higher education is shifting from the family to the state and federal governments; the states now have a rising capacity to support higher education, contrary to past years; there are substantial surpluses in the capacities of higher education across the country, such as surplus of doctorate and teacher training facilities; there are some major deficits in higher education, such as a lack of open access especially in the inner cities; there is a deterioration in the comparative support for research universities; and there seems to be no provable impact of coordination efforts, that is, no relationship between the form of coordination and the impact on higher education within the state.

In general, the reactors agreed that the report renders a valuable service, especially in its accurate descriptive information. Reservations were expressed about the use of state funds to support private higher education. While it is essential that private education survive, it is also essential that it remain truly private. Whether the solution to the coordination problem is to establish advisory agencies and return to governance decentralization was questioned. It was pointed out that perhaps strengthening coordinating agencies and giving them the power to enforce their policies, with the support and consent of the legislatures, is the most workable solution. One reactor, agreeing with the report, cautioned against the centralization of state authority over higher education as a simple one-step solution to governance coordination problems.





BUSINESS SESSIONS - A SUMMARY

Thursday, May 27, 1976 at 4:00 p.m.
Friday, May 28, 1976 at 9:00 a.m.

Presiding: Governor Arch A. Moore Jr., West Virginia
Governor Jerry Apodaca, New Mexico

Governor Apodaca was installed as ECS chairman for 1976-77 by outgoing chairman, Governor Moore. Governor Moore, who had chaired the executive director search committee, announced the appointment of Warren G. Hill, director of the ECS Inservice Education Program, formerly commissioner of education in Maine and commissioner of higher education in Connecticut, to succeed Wendell H. Pierce. The appointment is effective on September 1, 1976.

The budget for fiscal year 1976-77 and the audit for fiscal year 1975-76 were adopted. The fiscal 1976-77 budget is a program budget directly related to the work of the priorities committee, which operated during the last year under the direction of Adrienne Bailey of Illinois. The priorities process, Bailey said, aimed to provide a more systematic method for determining issues of importance to ECS. The committee worked since last fall to gather information about priority issues from ECS commissioners and then to rank them; plans in the coming year are to refine and continue the process.

The 1976 ECS annual report was adopted.

Progress in affirmative action was reported. After a compliance review, a revised affirmative action plan has been approved by the General Services Administration; a new compensation system is soon to be implemented; several lengthy discrimination complaints have been settled. The commission staff considers affirmative action to be a priority issue.

Steering Committee Members and Officers Elected

Elected in 1975 for a two-year term with one year to serve:

Governor Jerry Apodaca, New Mexico
Governor Christopher Bond, Missouri
Governor Hernandez-Colon, Puerto Rico
Governor Hugh Carey, New York
Senator Sid McDonald, Alabama
Senator Donald Pease, Ohio
Senator Jeannette Reibman, Pennsylvania
Senator Gordon Sandison, Washington
Representative Terry Mann, Kentucky
Roy Lieuallen, Oregon
Bill Priest, Texas
Louis Rabineau, Connecticut
Cyril Busbee, South Carolina
Calvin Hart, New Jersey
Sue Healy, South Dakota
Robert Withey, Vermont

Nominated to serve for a period of two years:
Governor Otis Bowen, Indiana
Governor Edwin Edwards, Louisiana
Governor David Boren, Oklahoma
Governor James Longley, Maine
Shiro Amioka, Hawaii
Thomas Schmidt, Rhode Island
E.T. York, Florida
Carrol Burchinal, North Dakota
Robert Schrader, Wyoming
William Bittenbender, New Hampshire
Adrienne Bailey, Illinois
Anne Campbell, Nebraska
Stanley Redeker, Iowa
Senator Hunter Andrews, Virginia
Senator Joseph Harder, Kansas
Senator Gilbert Bursley, Michigan

Nominated for a one-year advisory term:
Senator Clarence Blount, Maryland
Senator Roger Hill, Virgin Islands
Representative Leo Lucero, Colorado
Representative Jo Graham Foster, North Carolina
Assemblyman Leroy Greene, California
Representative Peter Fugina, Minnesota
Father John Raynor, Wisconsin
Charles Wagoner, West Virginia
Robert Meriwether, Arkansas
Katherine Hurley, Alaska
Louise Jones, Idaho
Sam Ingram, Tennessee
Walter Talbot, Utah
Paul Parks, Massachusetts
Al Jones, Delaware

The following officers were nominated and elected:
Governor Jerry Apodaca, Chairman
Senator Hunter Andrews, Vice Chairman
Governor Otis Bowen, Chairman-Elect
Father John Raynor, Treasurer

Ad Hoc Committee on Bylaw Revisions

The following changes in the bylaws were adopted:

* The Steering Committee has the authority to adopt and approve statements and communications to implement, effectuate and advocate policy positions of the commission.
* Official status is conferred on alternates attending in place of Steering Committee members.
* A policy committee, consisting of four Steering Committee members and three commissioners, replaces the present resolutions committee. Its responsibility is to assist the Steering Committee and commissioners in developing policy statements on key education issues by maintaining a file of positions taken by ECS, receiving proposed new policy statements, communicating these to the commission and reporting committee activities.

Awards Committee

Cyril B. Busbee, South Carolina Superintendent of Education and chairman of the Awards Committee, presented eight ECS Distinguished Service awards:

Arch A. Moore Jr., Governor of West Virginia
Ralph W. Tyler, Senior Consultant with the Science Research Association, Inc., Chicago, and Vice President for the Center for Democratic Institutions
Wendell H. Pierce, Executive Director, Education Commission of the States
James E. Stratten, California Youth Authority Board
Mary L. Nock, Retired Maryland State Senator
Terry Sanford, Former Governor of North Carolina and President of Duke University
James Bryant Conant, President-Emeritus of Harvard University
Robert E. McNair, practicing attorney and former Governor of South Carolina

Resolutions

The standing resolutions committee, chaired by Pennsylvania State Senator Jeannette Reibman, presented policy papers on federal student assistance programs, the development of an effective federal state partnership in postsecondary education, and federal vocational legislation. They were approved as written. Summaries of other resolutions adopted at the annual meeting follow.

Resolution I - Governor Moore

ECS recognizes and appreciates the superb qualities of leadership of Governor Arch A. Moore Jr. during his chairmanship.

Resolution II - California

ECS expresses appreciation to city of San Francisco and state of California.

Resolution III - Child Abuse and Neglect

The ECS Advisory Committee on Child Abuse and Neglect recommends that school systems and related organizations reexamine their current legal and moral roles and responsibilities as they relate to identification, treatment and prevention of child abuse and neglect. They should prepare and adopt policies and procedures regarding the identification, treatment and prevention of child abuse and neglect and inform their employees and constituents of their obligations and responsibilities under law.

The ECS project and advisory committee will continue to assist state policy makers regarding program policy and legislative aspects of the identification, treatment and prevention of child abuse and neglect.

Resolution IV - Energy

All boards of education should consider the related concerns of energy, ecology and economy as being of primary importance in all educational programs.

The Executive Director should be authorized to make known the concerns about the trilogy of energy, ecology and economics to all persons involved in education, and to support appropriate legislative or executive action.

Resolution V - State Administration of Federal Programs

The federal budget should provide adequate state administrative funds for management and technical assistance functions required by Acts of Congress or federal agencies.

Resolution VI - Child and Family

The Education Commission of the States should continue to encourage each state to establish an office or agency to provide statewide coordination and planning for services to children and families.

In the absence of such office or agency within the state government or state law assigning this responsibility at the local level, responsibility for planning and coordination of all federally funded child and family service programs should be given to local child and family service councils, that include in their membership parent/consumer representation. Statewide coordination and administrative authority should be placed in the state agency designated by the governor for that purpose.

The Education Commission of the States recognizes that education institutions at all levels have a role in providing quality early childhood education programs, with the nature and extent of that role to be determined by the individual states.

The ECS Task Force on Early Childhood should consider the role of public education in relation to early childhood development programs and the coordination of those services among state designated agencies.

Congress should provide the funds to enable the states to expand their efforts to implement these programs.

Resolution VII - Bilingual Education

ECS reaffirms its commitment to aggressively implement Resolution V (1975) on bilingual education.

Resolution VIII - Federal Aid and Governance

The Education Commission of the States requests that the Congress restate the original premise upon which federal aid to education was based -- namely that the federal government has a supportive and ancillary role in assuring that all Americans have an opportunity for a decent education. The federal government should not, as a price for aid, interfere with or supplant the governance structure or the policy and decision-making process established in the various states nor the independent or integrity of institutions of higher education.

The Education Commission of the States affirms that there is a constructive role for the federal government to play in education by asserting federal objectives, providing adequate resources to obtain those objectives, and monitoring the use of those funds to assure they are used for the proper purposes; but the federal government should not dictate the ways and means to attain those objectives nor impose conditions for receipt of those funds that are not directly relevant to the purposes of each program.

Resolution IX - Federalization of Welfare

The federal government should assume responsibility for welfare costs so state and local monies currently being used for this purpose can be freed up for other social purposes including education.

ECS would encourage member states to utilize these freed monies to increase funds for education.

Resolution X - Recodification of Resolutions

The Education Commission of the States should adopt only the bare minimum of resolutions needed to provide broad policy guidance in the year ahead and direct the Resolutions Committee (or its successor) to reexamine and codify all previous resolutions in light of the priorities articulated at the March Steering Committee meeting.

Resolution XI - Public Confidence in Education

The Education Commission of the States should begin to assist the states and localities in identifying the attitudes of the American people toward education; to determine what factors have caused or contribute to those attitudes; to identify influences that can be brought to bear to effect positive change in those attitudes; to demonstrate how individuals, communities and states can best be involved in responding to the educational needs of the public and, finally, to develop a means by which the confidence of the American people in the ultimate benefits of education can be restored.

Because of its structure, its excellent rapport with other major education interests and associations, and its capacity for identifying developing issues, the ECS Steering Committee should consider formalizing agreements with NGC, NCSL, and representatives of school boards and other organizations to work toward restoring confidence of the American people in education.

THE GREAT AMERICAN DREAM: EDUCATION FOR WORK?

Educators and politicians across the nation are casting about for ways to relate education more effectively to the world of work. What they come up with could significantly affect the course of education at all levels, both public and private. Governance and administration, as well as curriculum and teaching approaches, could undergo basic changes if states and localities decide to orient education increasingly toward career and occupational goals.

The following narrative describes just a few of the suggestions made at the ECS annual meeting for overcoming these problems, with specific reference to changes that the states and their local school districts can enact to bridge the gap between education and work. The report includes recommendations and implementation strategies for the six key problems identified by meeting participants. The credit for these suggestions goes to the political and educational leaders who spent time and energy on them at the ECS annual meeting. What follows represents the majority view. There were disagreements, differences of emphasis and a healthy give and take of views from varying professional and personal standpoints.

I. Society expects the schools to do the entire job of preparing people for the world of work.

The schools themselves can help to overcome this problem by taking leadership in orchestrating and making available other community resources -- such as those available through business, labor, and industrial and professional organizations -- for assistance in preparing people for work. One strategy for implementing this idea is to set up a consortium of schools in an area, along with business, labor and service industry representatives, to act as a coordinating mechanism for insuring maximum interchange of ideas and for defining and structuring educational programs.

More generally, schools can be helpful by sparking a collaborative involvement of the total community in the job of preparing students for adult participation in the world of work. To carry this out, school boards should be encouraged, through statutory and financial means, to increase community advisory functions in broad curriculum areas.

Ideally, education should be the responsibility of all societal institutions. Preparing students for the world of work is the joint responsibility of the family, business and industry, government officials, professional educators and, in fact, all citizens. Several principles emerge from these premises:

- The states need to establish a process whereby communities are involved in defining and implementing career education.
- Each school district must develop goals for what parents, schools and other participants in the educational process are expected to do.
- The real world has to be brought into the schools so as to help indicate what is needed from education.

State-level implementation strategies for these principles might include mass communications programs; exchange programs for school personnel and officials in government and business and industry so as to clarify roles

and responsibilities; identification of state advocates in key implementation areas; and executive leadership, particularly by the governor and the chief state school officer.

One way of establishing a reasonable range of expectations for what the education system can do would be to increase the sensitivity of business and industry to the problems of education. This could be done by establishing formal and informal mechanisms at the state and local levels for drawing business and industry viewpoints and expertise into the schools. Such a resource should be integrated into the existing structure of the schools.

Of course, business and industry involvement is or should be twofold. On the one hand, it should comprise state and local planning for education, including identification of problems, development of recommendations and implementation of solutions. On the other hand, however, business and industry should commit themselves to expanding educational opportunities on the job and providing flexible arrangements in conjunction with formal school so that students can take advantage both of work and educational opportunities.

Several implementation strategies could help to accomplish these difficult tasks. As a comprehensive approach, through the encouragement of governors and other state leaders, the states could reorganize existing decision-making structures in order to establish realistic priorities for fostering job and life preparedness. Further, the states could examine their laws to eliminate legal impediments to using work experience for school credit under some circumstances. The state department of education would be a crucial resource in this endeavor.

State boards of education and governors should work together to examine education-work issues, including potential conflicts over education results -- such as between education and business, or between business and labor. State government can help local schools tremendously in articulating the limitations of schools and the role schools should play in cooperating with the variety of resources available to prepare people for the world of work.

Government not only defines the mission of the schools, but is in a position to give incentives to each potential resource, including the schools, to fulfill its responsibilities. The first step is to identify the extent to which various educational programs and services offered by public agencies are effective, inappropriate or overlapping. State governments could help further by creating a master planning board, centered at the state level, that would examine public educational needs in light of the exigencies of working life. Such a board would assist in redefining the roles of existing institutions and would encourage local communities to exercise initiative in augmenting education-work services called for in a statewide plan.

Other actions that the state could perform to stimulate immediate action include establishing consortia, coordinating bodies and cooperative service units; determining and disseminating future job market information; setting up a statewide system of regulation to require businesses to teach technological skills using their own facilities; revising state standards for public education so as to strengthen ocational education in high school and junior college; providing government work sites for skills training and student observation; and implementing a higher state allocation for cooperative ventures between education and business.

II. There is little agreement as to what skills, attitudes and experiences best prepare a person for work and living.

At the root of this problem is the question of how to reach the community and establish a consensus on what format and skills are best for preparing people for work and living. There is a need for basic information, clearly and simply stated, to be used by communities in the consensus-building process.

One way to bring direct community involvement and broad-based consensus into the schools is to incorporate parents -- who, after all, are directly involved in the world of work -- into school programs and planning on a regular basis. Businesses could encourage this by allowing time off, similar to jury duty or time off to vote, for school participation by parents. In addition, community councils might play a central role in identifying needed changes at the local level.

However the consensus-building process is initiated, executive leadership at both the local and state levels will be necessary to assist school personnel in refocusing existing curricula to reflect career development concepts. In order to stimulate this kind of leadership on a nationwide scale, it has been suggested that the Education Commission of the States serve as a career education clearinghouse for the states and their local school districts.

At another level, the schools themselves, in concert with business, industry and labor, should act immediately to reexamine the experiences most appropriate to preparing people for work and living. In particular, schools should develop curricular offerings that blend liberal arts and career learning activities. This will require a reassessment by schools of their responsibilities in preparing people for work and life. What should emerge is a specific plan of competency-based objectives to guide the school program.

The states can assist in implementing many of these approaches by helping local districts -- through laws and appropriations -- to set up community advisory councils broadly representative of the total community. One suggestion for determining council membership is to employ a random selection procedure.

From another angle, business and industry should clarify what they perceive to be reasonable competencies for working life -- that is, what skills they expect schools to impart. At the same time, as pointed out above, schools have a responsibility to clarify what they can reasonably deliver.

Business and industry can provide further assistance by increasing educators' awareness of the range of careers and occupations that students should be aware of. In an age of rapid technological change, this assistance is a necessity if schools are to remain in touch. Moreover, much of the necessary communication and interchange of priorities will occur naturally if business and industry increase continuing education and lifelong learning opportunities for their employees. The government could strengthen this linkage by enacting economic incentives through tax breaks for the creation of such opportunities.

Some of the ways that business and industry could be encouraged to clarify their needs are:

- Set up a national symposium of appropriate leaders in education and

other concerned fields to delineate education-work expectations.

- Increase local community and business and industry involvement in accountability, teacher evaluation, certification and curriculum development.

- Conduct a needs assessment at the state level on the skills, attitudes and experiences needed in school for success in working life.

State governments could start by creating more formal linkages between state agencies to cooperate in identifying what kinds of education are necessary in preparation for the world of work. One step in this direction would be to expand the mandate of the state manpower commissions, or their equivalent, to develop such linkages.

Acting in this manner, the states could facilitate the drawing together of business, industry, labor, schools, communities and individual citizens for identifying what the schools ought to do to prepare students more effectively for work. Some states might want to consider establishing coordinating boards at the regional or local level to involve a cross-section of interests in determining school needs and priorities. Others might establish lay coordinating boards at the state, regional or local level.

One strategy that would go a long way toward clarifying the issue is to launch a coordinated national effort to identify priorities for the schools or basic skills and attitudes for work. The U.S. Department of Health, Education and Welfare could, for example, fund a national task force for this purpose. Apart from an effort on this scale, all levels of government could make a contribution by providing better support for current programs attempting to define the problem.

III. Our schools tend to emphasize either career learning or liberal arts rather than a blend of the two.

As a first step, career education should be introduced as early as possible into the school program in order to expose students to, and prepare them for, career options. But at the same time there should be an integration or blend of basic skill areas with career education. Several strategies can help to carry this out. First, preparation of teachers in teacher training institutes should reflect the integrative process between career and academic skills. Second, those at the state and district levels should make sure that both school materials and community resources are supportive of such an integrative process. Third, the states and their education agencies need to address the concept and adopt resolutions and legislation that will demonstrate support while providing direction.

In order to accomplish these tasks, state and local leadership will need to persuade the general public to support the integration of career and academic skills. As a prerequisite, the educational leadership in the states must become more responsive to public needs through the establishment of community advisory groups and continuing needs assessments. As in other areas, decision makers and teachers must base their decisions upon the best information available, especially budgetary. Schools should be encouraged, in any event, to develop curricular offerings that blend liberal arts and career learning at all levels.

Of course, career education is concerned primarily with the productivity of the individual. However, "work" may include unpaid careers such

as parenting and volunteer work. Children should be exposed to a whole gamut of career options. The attitudes of many teachers must change to see both sides and the values of vocationally oriented and liberal arts-oriented education, and a concomitant effort must be made to clarify the concept of career mobility. It would be helpful if transfer credits earned within different educational systems were treated equally, and also if current rules and regulations or curriculum could be made more flexible to allow for greater individual instruction.

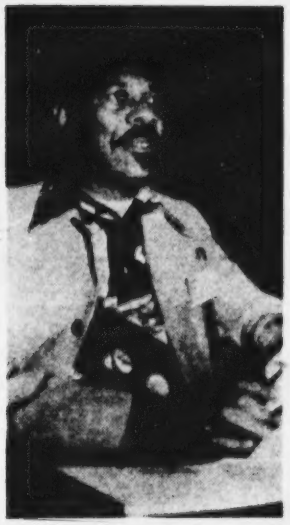
The goal, then, is to achieve a balance between the two types of learning. Schools should reallocate some resources to expand counseling services and practical experiences in order to help students clarify work relationships. Both educational governance and daily practice in the schools must reflect the interdependency of all educational elements. Simultaneously, business, industry and labor should get across the message that they need well-rounded people. A national symposium of leaders from business, industry and labor could be set up to help educators clarify the role of the schools in this regard. These leaders could provide follow-up with mass media presentations to build public support.

It may also be that a much more comprehensive reform is needed. It has been suggested by some that the states need to unfreeze the current structure of teaching and learning so that they can implement a more realistic and effective process of education. At one level, states need to integrate and redefine administrative agencies so as to overcome the isolation of vocational from academic education. At the local level, community schools and other alternative education structures may provide the means for making education more relevant to community needs, which in itself would bring about much of the appropriate integration.

State governments, in particular, can play a key role in helping to blend career and academic learning by offering fiscal incentives for in-service training for competencies related to career education. They can also promulgate statements of definition, purpose and necessary skills, write implementation strategies into the state code, set up evaluation and assessment, establish centralized facilities for coordination, fund specific programs and help to lessen competition and duplication. It has also been suggested that the Education Commission of the States develop a state-based political coalition in support of federal funds for these purposes. All of these efforts must address the career vs. liberal arts issue in terms of a larger problem, which is that far too few school systems have addressed their programs effectively to both the emotional and educational needs, as well as to the learning styles, of students, as to help them become competent, confident and successful -- not just in school but throughout their lives.

IV. <u>There are too few opportunities for a person to continue to develop new skills and attitudes after he or she leaves the formal educational system</u>.

Another way of viewing this issue is to say that there are many opportunities but that there are also severe constraints, such as (1) a lack of awareness of existing opportunities, (2) a lack of agencies to coordinate continuing-education opportunities currently available and (3) the need to develop positive attitudes toward lifelong learning. Practical ways to



overcome these constraints include the use of mass communications, a formal state plan for lifelong learning, a data bank of learning opportunities for adults, support systems for extending educational services to the family, a coordinating council representative of various agencies and levels of government to develop strategies and disseminate information to the community, and an adequate survey of needs and areas of interest among communities and businesses.

The state must begin by viewing the schools as places for lifelong learning -- open 24 hours a day if necessary for educational programs -- and by removing legal age requirements that restrict formal schooling opportunities. The facilities of secondary schools and community colleges should be made available for continuing education and lifelong learning, and appropriate learning opportunities should be financed through a combination of tuition and state or federal funding. States should adopt legislation mandating the availability of facilities and establishing appropriate procedures for financing these activities. Governance and coordination agencies should press for appropriate distribution of programs, which then should be adequately publicized. The raising of public awareness should include an ongoing, updated media campaign to inform the public of services that are available. States can also encourage the development of community school programs, postsecondary learning opportunities and utilization of resources in the private sector that have potential for increasing lifelong learning.

At the same time, employers should recognize the importance of non-work-related educational opportunities through the incorporation of broader educational programs in work settings, focusing on more than occupational skills and behaviors. Employers should make working schedules more flexible, provide outreach programs and assist in funding. The kinds of educational services that business itself can offer should be identified in conjunction with school and community resources. States and the federal government should fund additional research to demonstrate that the renewal of personnel through inservice educational programs is beneficial to employers as well as employees.

Additionally, state governments should act immediately to develop legislation and implement the community school concept, stimulate the development of adult learning opportunities, provide tax incentives to business and industry for education programs, provide an education entitlement to be used

by each individual as needed throughout his or her life, and redefine the age that a person is eligible for free tuition.

V. Given the existing financial problems faced by our educational system, it is unlikely that it will be in a position to do any more toward resolving the problems of preparing people for work.

One obvious suggestion, of course, is not to pour in more money but to do a better job with available money. This can be done by reallocating funds among programs, preparing the community to accept some of the teaching responsibility, utilizing more paraprofessionals and volunteers, establishing advisory groups for purposes of instructing youth regarding work skills and attitudes, and setting up alternative community-based structures. Educators should act as facilitators in attracting to the school the full educational resources of the community. Leaders in education should take the lead in developing strategies for seeking public commitment to the achievement of publicly delineated goals and for redirecting current levels of funding as necessary. This should include standards for local district action as well as information and accountability systems.

From another standpoint, federal and state laws need to be sufficiently broad to encourage local program initiative and, in view of the schools' financial situation, full participation by the community. Two specific suggestions are for community apprenticeship programs and loan programs. All reordering of program priorities should be designed to help public education play a greater role in preparing people for work and living, but this can only be done by increasing public involvement in education decision making. It has been suggested that the Education Commission of the States work closely with the National Association of State Boards of Education and the National School Boards Association to encourage governing agencies at all levels to re-examine existing priorities and establish educational goals related to living, coping, working and survival skills.

The suggestion that the federal government fund a task force to come up with a consensus of definition and standards on education and work was reiterated with respect to this issue. One additional strategy that could go a long way toward solving the problem is to establish a national educational trust fund, supported by the federal government, to expand the funding base of public education.

VI. Our society has a tendency to launch efforts to solve the problems of job and life preparedness before carefully identifying and defining the problems involved.

To begin with, the process of defining problems should be continuous rather than crisis oriented. States should provide local school districts and communities with the means to carry this out, including full access to information and planning data. It has been suggested that the Education Commission of the States serve as a clearinghouse for structuring the sharing of information between states as well as between states and their local districts. In addition, the role of the media should be carefully reviewed so that it can resist sensationalism and emphasis on crisis with respect to the educational process. For their part, the schools should stop merely reacting to problems; they should work to involve all major

societal groups in a systematic redefinition of the school's role, as part of the total educational resources of the community, in preparing people for the world of work. This includes agreement on what curriculum areas should be changed to make time available for work-related study and activities.

The states can move ahead to implement these ideas by having their state education agencies draft an initial definition of the school's role in the world of work, then holding hearings around the states to elicit reactions and changes, and finally by having the state boards of education adopt a formal policy, which then can be applied and expanded at the district level. The Education Commission of the States could furnish vital leadership by establishing a task force to examine and suggest alternative responses to the problems identified in this report.

However the states choose to act, there should be no hesitation to make reasonable efforts to solve known problems, but these efforts should be analyzed closely as they are in progress. Every state and all local school boards should debate the issues, define the terms and develop policies and plans for relating education more effectively to the world of work. The alternatives chosen must include ways to break down the barriers that now exist between various groups, including those within education. Such alternatives should also bolster research and development activities where needed, stimulate the consideration and passage of state legislation and fiscal incentives, and establish a forum outside of the federal government for setting nationwide policy. The Education Commission of the States, along with other state-oriented organizations, should play a stronger role in the identification of issues and the setting of priorities, and should run workshops and engage in the necessary dissemination activities to encourage school boards to follow up.

1976-77 STEERING COMMITTEE

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Vice Chairman: Hunter B. Andrews, State Senator, Virginia
Treasurer: The Rev. John P. Raynor, S.J., President, Marquette University, Wisconsin

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Adrienne Bailey, Member, State Board of Education, Illinois
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Anne Campbell, Commissioner of Education, Nebraska
Calvin Hart, Principal, Community Intermediate School 147, New Jersey
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